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CITY OF VANCOUVER

MEMORANDUM

From: CITY CLERK *Date:* December 2, 1981

To. CITY MANAGER *Refer File:* 5556-4
DIRECTOR OF PLANNING
ASSOCIATE DIRECTOR, OVERALL PLANNING DIVISION
CITY ENGINEER
DIRECTOR OF FINANCE
DIRECTOR OF PERSONNEL SERVICES
CLERK, FINANCE COMMITTEE

Subject: City of Vancouver Role in Implementing Rapid Transit (Summary Report)

I wish to inform you that Vancouver City Council at its meeting on December 1, 1981 approved the recommendation of the City Manager contained in his attached report dated November 27, 1981.

CITY CLERK

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CITY PLANNING DEPT.
DEC - 4 1981
NUMBER C 6506
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NLargent:ah
Att.

Also sent to:

Hon. Jack Davis, Chairman, Rapid Transit (1986) Committee, c/o Urban Transit Authority, Ste. 920 - 1200 Burrard St., Vancouver, B. C. V6Z 2C7

Mr. Michael J. O'Connor, Project Administrator, Rapid Transit Project, Urban Transit Authority, Ste. 920 - 1200 Burrard St., Vancouver, B.C. V6Z 2C7

Mr. J. Mansbridge, Commissioner Transit, G.V.R.D., 2294 W. 10th Ave., Vancouver, B. C. V6K 2H9

Mr. M. Schabas, Metro Canada Ltd., 10th Flr. - 1200 Burrard St., Vancouver, B. C. V6Z 2C7

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MANAGER'S REPORT

DATE November 27, 1981

TO: VANCOUVER CITY COUNCIL

SUBJECT: City of Vancouver Role in Implementing Rapid Transit (Summary Report)

CLASSIFICATION: RECOMMENDATION

The City Engineer and the Director of Planning have submitted a report on above subject. In summary they state:

" Through the Transit '86 Committee and the ALRT project team, the UTA and the GVRD and are now proceeding to implement the first leg of an advanced Light Rapid Transit system in Greater Vancouver. Contracts have been let with Metro Canada Limited and with several consulting engineering firms to design and build the system, responding to two deadlines:

1. completion of a demonstration pre-build section on Terminal Avenue between Main and Clark by 1983;

2. completion of the entire line from Downtown to New Westminster (and perhaps beyond) in time for Expo in 1986.

All municipalities along the proposed alignment, and indeed in the entire region, have a stake in the successful implementation of ALRT, but Vancouver has a particularly important interest. About half of the stations, 40% of the mileage, and 60% of the construction budget will be within the City. About 40% of the mid 1980's morning peak ridership will originate in Vancouver, and 70% of the peak hour trips will be destined to Vancouver locations. Depending on city development decisions, these already large percentages could increase dramatically in the future. While suburban municipalities may see a great deal of new development responding to ALRT, redevelopment of the City could be just as consequential if not more so.

City Engineering and Planning staff will have to perform many important tasks if ALRT is to be successfully implemented by 1986 and if Vancouver is to enjoy the full benefits the system could bring to the City, minimizing undesirable effects.

These include:

- public consultation and advice to Council on alignment, equipment, and operation changes;

- relocation of City utilities;

- street and traffic modifications;

- negotiation of cost sharing;

- preparation of guideway and station design guidelines and negotiation with the system designers on designs most compatible with Vancouver;

- preparation of station area and joint development plans;

- assistance in and negotiation of property acquisition;

- processing of necessary permits;

- implementation of bus reorganization plans, parking regulations and overall transportation strategies responding to ALRT;

- refining of financing and fare mechanisms;

- coordination with the GVRD and other municipalities on the distribution of joint development opportunities in association with transit stations;

- mitigation of construction disruption, business displacement, and other negative affects of ALRT implementation;

- evaluation of integration options for the second priority transit alignment to Richmond.

Most of these tasks cannot be completed effectively with existing City staffing. Many cannot be undertaken at all without additional staff resources and consultant assistance.

The Director of Planning and the City Engineer have assessed the situation and recommend staff additions to each department sufficient to maintain a moderate level of City participation in the ALRT project and to get ahead on some of the off-site planning and engineering implications of the project. Some of this will be reimbursable from the ALRT project budget. Much, particularly off-site work, will not. Consultant help will also be necessary, and a budget is included to cover part of this. Other consultant work will be reported for Council authorization as it arises.

The report also warns that by necessity it is only a preliminary assessment of the City's role. The dynamics of the ALRT project and the need to react to changing conditions could necessitate substantial modifications in work and staff assignments as the project proceeds.

The Director of Planning and City Engineer RECOMMEND

1. THAT the attached work program for the ALRT Project be approved in principle subject to periodic reviews and adjustments as appropriate.

2. THAT a moderate level of City participation in the ALRT Project be approved in recognition of the UTA responsibility for implementation of the Project.

3. THAT Engineering Department temporary staff be approved for 30 months for dealing with the ALRT Project and related local area planning work as follows:

   (a) Civil Engineer III
   (b) Civil Engineer I
   (c) Engineering Assistant II

   at an estimated cost of $128 000 and $2 500 (1982 dollars) for support services per annum.

4. THAT authorization be given to the City Engineer to hire an Engineer I in Waterworks on a temporary basis (3 years) and an Engineer I in Utilities on a temporary basis (4 years) at an estimated cost of $74 000 (1982 dollars); this cost to be recovered from the ALRT and B.C. Place Projects.

5. THAT an existing temporary Engineer II position be extended for 30 months for Engineering Department liaison and studies related to the extended Hastings Sunrise L.A.P. and the new Mount Pleasant and Kingsway East L.A.P.

6. THAT Planning Department temporary staff be approved for 30 months for an integrated planning program around suburban stations and downtown station area planning as well as general planning to deal with ALRT issues as follows:

   (a) Planner III
   (b) Planner II
   (c) Planner I
   (d) Planning Assistant II
   (e) Clerk Typist II

   at an estimated cost of $178 000 and $5 300 (1982 dollars) for support services per annum.

7. THAT authorization be given to the Director of Planning to hire an Urban Designer (Planner II) on a temporary basis for 30 months at an estimated annual cost of $44 000 (1982 dollars) for general ALRT design input and downtown station area planning with a possibility that all or some portion of this cost may be recovered from the ALRT project through development permit fees or payments in lieu.

8. THAT a consulting budget be established for the ALRT Project in the amount of $50 000 to be provided in the 1982 Budget.

The City Manager supports the above recommendations in the belief that Council will not wish the City to pursue a limited, reactive role to ALRT. In addition, the City Manager believes that much of the work which will be carried out is of use to the ALRT team, and should be cost shared by UTA beyond what is presently proposed.

In view of:

- the late distribution of this report;
- the importance of the issue;
- the significant cost involved, and the question of cost sharing;

the City Manager RECOMMENDS this report be referred to the Finance Committee for Review.

CC-62-RLR-75

ENGINEERING AND PLANNING
DEPARTMENT

DATE 1981 11 09

TO: City Manager for Council

SUBJECT: City of Vancouver Role in Implementing Rapid Transit

CLASSIFICATION: RECOMMENDATION

The City Engineer and Director of Planning report as follows:

"INTRODUCTION

On January 20, 1981, Council approved the recommendation of the Standing Committee on Planning and Development:

> THAT the Director of Planning be requested to present a work program for the immediate future, which would provide Council with an outline of the areas of concern that must be dealt with given that an LRT system seems imminent in 1981.

On February 3, 1981, when considering the choice between automated and conventional LRT, Council further resolved:

> THAT the Director of Planning and the City Engineer, after discussions with other involved authorities, report back on the most appropriate organization and procedure to assure expeditious implementation of an LRT system including:
>
> (1) consultation with people affected by the alignments and station locations;
>
> (2) preparation of local area plans for affected areas of the City, consistent with the City's goals;
>
> (3) appropriate roles for the City in all implementation procedures.

The Mayor has also requested the City Engineer report on the status of various issues related to transit as it impacts the City of Vancouver.

The ability to address these issues has been hampered by a need to resolve all the various issues related to the ALRT project organization and a lack of staffing on the project implementation team. These problems are quickly being resolved and the various planning, design, and construction needs and roles are becoming apparent. However, by necessity, this report is a preliminary assessment of the City's role. This is in recognition of the dynamics of the LRT project and the need to react to changing conditions.

The purpose of this report is to:

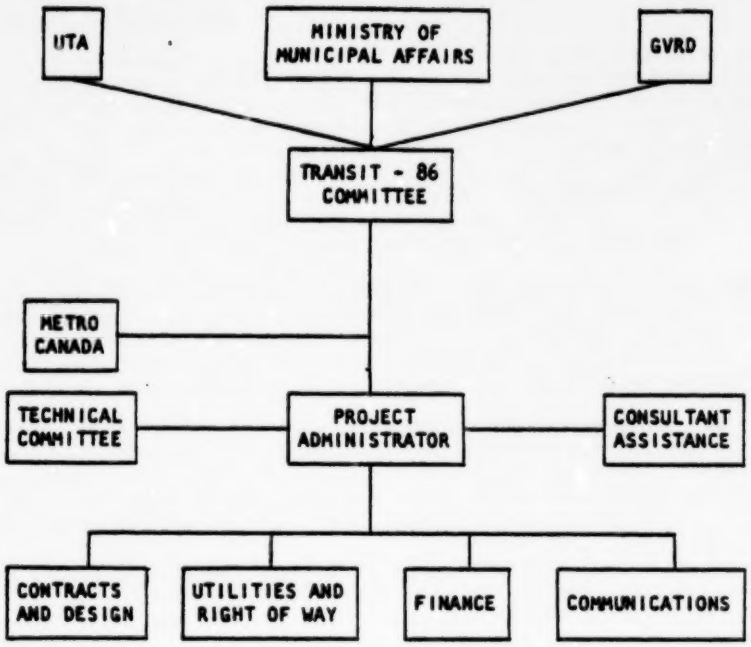
(a) define the City of Vancouver's role in the development of the ALRT system;

(b) identify the City's organizational requirements in order to respond to the ALRT study needs;

(c) identify the City's resource requirements to address the ALRT needs.

BACKGROUND

The City's role relative to rapid transit can best be understood within the context of the roles of other governmental agencies. Over the past few months, a project management structure has been evolving to implement ALRT. It will be within this structure that the City of Vancouver will have to work in order to achieve a transit system compatible with City objectives. The organization, as presently understood, is summarized below:



An understanding of this organization will help to define the City's role in achieving a successful transit system.

Transit 86 Committee

The Transit 86 Committee is the key policy making body to implement ALRT. It has been established by the UTA and the GVRD to act on their behalf to manage the development of ALRT from design stage to the implementation of revenue service. It is responsible for design, construction, procurement, testing, and acceptance of the system consistent with the master contract with Metro Canada and with the Transit Service Agreement between the UTA and GVRD. A partial listing of the Committee's authority includes:

1. approve changes to the contract documents arising out of appeals from municipalities;

2. determine and approve the system component design;

3. review and approve operating plans;

4. test and recommend acceptance of the ALRT system;

5. administer the project including staffing levels, budget preparation, and selection of the Project Administrator.

The authority of the Transit 86 Committee is limited to the extent that major changes to the system design, budget, and master contract must be referred to the UTA and in some cases the GVRD for approval. In addition, any modifications to the Transit Service Agreement or Annual Operating Agreement, as it relates to ALRT, must receive UTA and GVRD approval.

The joint Committee consists of 9 members: 4 representing the UTA, 4 representing the GVRD, and 1 representative appointed by the Ministry of Municipal Affairs. With one exception, the Chairman, the representatives on the Committee are municipally elected officials.

Metro Canada Limited (MCL)

The transit technology selected for the Greater Vancouver region is the Automated Light Rapid Transit (ALRT) system developed by the Urban Transportation Development Corporation (UTDC) in Kingston, Ontario. Metro Canada Limited is the implementation company for the UTDC and is responsible for building the ALRT system in Vancouver. A contract has been signed between the UTA and Metro Canada for the first phase of the ALRT construction program between downtown Vancouver and New Westminster. The master contract, which was signed on May 29, 1981, consists of terms and conditions of work, statement of work, contract specifications, and base line contract drawings.

The base line contract drawings outline the plans for the ALRT alignment and station locations. The primary intent of the base line drawings is to establish a general alignment for contract cost and budget purposes. The City staff have been advised that the contract base line is flexible and can be modified as appropriate and with agreement of the decision making bodies.

In summary, Metro Canada is essentially the project manager for the implementation of ALRT. They will be responsible for selecting consultants to design and construct the various components of the system. The final system must be consistent with the specifications and performance criteria in the master contract or as modified by the Transit 86 Committee.

Greater Vancouver Regional District

For several years the GVRD has been preparing, in consultation with the affected municipalities, preliminary plans for the LRT system. The initial efforts were directed towards the planning and design of a conventional LRT system. In addition to developing various ridership projections, operating strategies, cost estimates, community impacts, etc., the GVRD established alignment and station locations for a conventional LRT system. This system was approved by City Council after several meetings with neighbourhood groups.

After City Council approval, the LRT system was changed to incorporate the ALRT design. As a result, the original planning has been modified to reflect this new technology. The alignment approved by City Council for the conventional system is basically the same as that provided in the ALRT contract documents. However, there are two notable differences which will have to be analyzed and reconciled:

1. the profile of the line along Commercial Drive, i.e. underground or overhead;

2. the inter-connection between the first phase line to New Westminster and the second phase line to Richmond, i.e. Burrard or Hornby.

In addition, ALRT's need for complete physical isolation will result in various changes in vertical alignment, grade separation, and potential impact throughout the designated GVRD right-of-way. Each of these requires some review and consultation with affected interests. As well, station planning in the downtown will need to be modified to reflect the substitution of the Dunsmuir Tunnel for the earlier GVRD tunneling proposals.

The GVRD will continue to play a role in several areas of ALRT system planning and design. A partial listing of these responsibilities is listed below:

1. all bus planning to ensure that there is a proper interface between bus transit and ALRT;

2. strategic transit planning involving the identification of future system needs and expansion;

3. review and coordination of station area development with regional growth management objectives, including mediation of conflicting municipal development aspirations;

4. establishment of transit fare and transfer policies on the bus and the LRT system;

5. review of handicapped design criteria to be incorporated in the system.

Urban Transit Authority

Recent legislative changes have given the UTA authority to plan, design, and develop rail transit facilities. The responsibility for the administration of the contract documents and development of the system has been delegated to the Transit 86 Committee. The UTA Board, however, has retained powers relative to the approval of major changes to the contract and overall responsibility for budgetary control.

Other Municipalities

In addition to Vancouver, the first phase of the ALRT system, as established in the master contract, will serve Burnaby and New Westminster. Although the current contract terminates in New Westminster, the City of Vancouver and the GVRD have always supported the extension to Surrey as a part of the first priority line. There is a problem in developing suitable alternatives for crossing the Fraser River into Surrey and a consultant study is presently examining this issue. Once a solution is developed, the UTA informs us it intends to incorporate the extension into the current contract in order to complete the first priority line.

The municipalities of Richmond and Coquitlam will also have a direct interest in current ALRT planning, as second and third priority extensions of the system will reach these areas.

Other GVRD municipalities will be involved at a less active level, though all will wish to assist the integration of ALRT into an efficient overall regional transit system. They will also be watchful to ensure that resources allocated to ALRT are not at the expense of other bus and transit improvements.

Cooperation between the municipalities is required in a number of areas related to ALRT design, construction, and operation. It is felt that cooperation toward a consistent set of implementation strategies can best be achieved through a Technical Committee. The Technical Committee includes representatives from the staffs of the directly affected municipalities. It would advise the Project Administrator on overall technical matters related to system design, construction, and operation.

There is a further need to coordinate the various municipal development strategies around the LRT stations. These strategies should be consistent with both municipal and regional growth policies. It is felt that the Technical Planning Committee of the GVRD can provide the necessary coordination between municipal staffs in this area.

The GVRD, through its representation on both the new Technical Committee and the existing Technical Planning Committee, will have a special role to play in ensuring a proper fit between system design and development intentions. Close liaison between the two committees will be essential.

Project Administrator

The Project Administrator is selected by the Transit 86 Committee and is responsible for the day-to-day administration of the project. His primary interest is to coordinate with the GVRD and municipalities and to ensure that the terms and conditions of the master contract are met by Metro Canada Limited. The Administrator has a small staff reporting to him in the areas of contracts, utilities and right-of-way, finance and communications. Again, consultants will be selected in order to provide assistance to the Project Administrator.

Current Status of ALRT Project

Metro Canada Limited is presently preparing design and construction schedules for the project. In addition, a consulting team has been selected for the design of the system which includes:

DMJM - Thomson

Associated Engineering Services

Hatch Associates

H.A. Simons

There are two target dates established for completion of the project; 1983 for the prebuild section along Terminal Avenue and 1986 for completion of the first phase to New Westminster.

The twenty-two kilometer line has been divided into eleven segments plus the maintenance yards for the purpose of scheduling. The intent of the schedules is to direct early efforts towards those segments which appear to be furthest along in the approval process or require the greatest design lead time. In Vancouver, the ALRT project has established priorities as follows:

Priority	Section	Name
1	D	Prebuild - Terminal Avenue
2	B	Dunsmuir Tunnel
3	G	Joyce to Boundary
4	E	Grandview
5	F	Vanness
6	A	Seabus
7	C	Georgia Viaduct

The attached map indicates the various sections. Each section cannot be viewed independently and several activities in each must be undertaken in parallel. The schedule only identifies the general focus of resources at any stage.

City staff have had some difficulty understanding the rationale underlying some priority assignments. We hope, however, to work with the project team to clarify scheduling decisions and make sure that system priorities mesh with City priorities.

CITY OF VANCOUVER ROLE

The ALRT system will have a very large impact on the city of Vancouver. For the first phase of the construction program, about half the stations, 40% of the mileage, and 60% of the construction budget will be within the City. About 40% of the mid 1980's morning peak hour ridership will originate in Vancouver and 70% of the peak hour trips will be destined to Vancouver locations. Depending on City development decisions, these already large percentages could increase dramatically in the future. While suburban municipalities may see a great deal of new development responding to LRT, redevelopment within the City could be just as consequential if not more so.

As a result, the City's role in the development of the LRT system should be commensurate with the significant and fundamental changes which LRT will bring to Vancouver. The City should clearly identify its interests and bring these to bear on the project development process. In this way the negative impacts can be minimized and the positive effects maximized in a manner consistent with City objectives.

This report recommends a preliminary work program, involving Vancouver as an active and informed partner in significant aspects of transit design and implementation. For purposes of discussion, the City's role and work program can be divided into two general parts as follows:

1. For matters involving the configuration and operation of the ALRT system itself, a joint review is needed between the City and the system designers and contractors. Depending on the issues under discussion, these relationships could involve the ALRT Project Team, UTA, or the GVRD.

2. For matters involving the surrounding urban system as it impacts transit or is in turn affected by transit, there is a City responsibility for evaluation and policy making. Depending on the issue, discussions could involve other agencies, although the issues normally involve City decisions and actions.

A preliminary work program has been established and is outlined in Appendix A. This work program has been discussed with City Departments, the GVRD, and the ALRT Project Team. It should be noted that the ALRT Project Team although responsible for implementation has expressed a strong desire to consult with the City in the design and construction process. A positive work relationship has been developed at the staff level which is helpful in understanding the issues. Finally, the work program is a preliminary listing in the sense that conditions will be changing and new issues will be identified requiring study. As a result, flexibility must be maintained throughout the development process to adapt to changing priorities and new concerns.

Public Consultation Process

The development of the ALRT system will have potentially major impacts on the City and on the neighbourhoods through which it passes. As an integral part of the design and construction process, the community's interests must be taken into consideration. This can be achieved through a public consultation process which fosters understanding and meaningful input.

As an initial outline of this consultation process, it is suggested that three steps be undertaken in recognition of the schedules and needs. These are summarized as follows.

1. Last year Council approved a basic alignment and station locations based on a conventional LRT system. This approval was given after several neighbourhood meetings at which the design was reviewed.

   The change to an automated LRT requires a new review based on the need to grade separate the guideway. A preliminary review indicates that the alignment is basically the same as previously approved with the exception of some modifications in the vertical profile. Most of these changes are in only limited areas with the exception of Commercial Drive.

   It is recommended that the general community be brought up to date on the proposed basic ALRT system through a formal public information program, with emphasis on those areas where changes have been projected. This would involve general advertisements and notification procedures as well as selected public meetings and interest group contact. Based upon the resulting input, Council can review and decide on the general alignment, right-of-way configuration, and station locations and identify any problem areas requiring further analysis. Early Council concurrence on non-contentious changes would facilitate the schedule and allow detailed design work to commence on these segments.

2. Early summary review would also allow proper work programming to deal with issues in contentious segments. For example, the underground versus overhead options for Commercial Drive cannot be dealt with in a summary way. Major concerns will require detailed discussions involving affected citizens in a more intensive consultative arrangement.

The ALRT project is responding to very tight deadlines, which many would argue are unrealistic. We should try to adhere to these deadlines, but we need to allow ample time for community consideration, as well. The community will have to live with ALRT and its impacts for many, many years after 1986.

3. The design of stations as well as study of development and environmental implications around stations and along the right-of-way will require more in-depth discussions with the public.

Current ALRT planning provides for common functional design criteria and architectural treatment. There will, however, be an opportunity to adjust designs to reflect the character of the surrounding neighbourhoods. Careful review of access to stations must occur in order to minimize negative impacts. Joint use proposals within and contiguous to stations will require neighbourhood inputs. These considerations must be dealt with soon in order to dovetail directly into the project team's tight decision making schedule.

Planning for social and physical change of communities around transit stations is vital in order to maximize the operational efficiency and development potential of transit, while preserving valuable existing neighbourhood settings and City-wide objectives. Preparation of station area development plans is a specific City responsibility in consultation with affected communities.

Level of City Involvement

The attached work program describes those tasks needed to properly evaluate and respond to the ALRT project from the City perspective. The City could, however, pursue this program in a number of different ways. The type of response and the depth of involvement will create various levels of City staff requirements.

The city's role to date has been supportive and advisory in recognition that the primary responsibility for LRT design and implementation rests with others. However, many of the City's specific and important local responsibilities relating to LRT remain outstanding except to the extent that City work has been prerequisite to the LRT progress. This local work now urgently needs to move forward, but there are three basic levels of possible City participation in pursuit of these responsibilities.

1. Active Participation

The City could become a very active participant in the analysis and design of many aspects of the ALRT system itself, as well as aggressively pursuing policy making for the surrounding urban system. Design decisions could be evaluated in detail by the City and options beyond the basic system terms of reference could be explored. The City could take a strong leadership role in molding the ALRT system to reflect City preferences. This would ensure a full review and forceful rationale for City positions on all issues that affect Vancouver, but could also result in a significant degree of duplication of the work of other agencies involved with ALRT implementation. The resources required to undertake this level of participation would be equivalent to two new divisions in Planning and Engineering as well as additional consulting assistance.

2. Reactive Participation

The City could continue for the time being with the current role of viewing the ALRT project from an overall progress point of view with only periodic review and comment on the design and construction issues. This approach, which is characterized as reactive participation, would rely primarily on material and information provided by the ALRT project team with limited City staff comment.

Change in surrounding communities would be dealt with only to the extent and when redevelopment pressures necessitate action. Ultimately, of course, these issues will have to be dealt with and could become especially complex and time consuming as they approach crises proportions. Also, opportunities for creative initiatives would be forgone.

In the short run this passive role could be accomplished with existing staff resources, some shifting of work priorities, some delays in completing other projects, some minor additional staffing or consultant aid to handle temporary overload, and some reimbursable resources for inputs specifically requested by UTA.

The reactive role would be consistent with the concept that the GVRD and UTA are responsible and have full authority for planning and implementation; with the City providing very local input. It will require diversion of effort from other duties and projects, particularly by senior staff. This will significantly slow the response from senior staff on other issues and it is anticipated that the ALRT workload will increase in the future. The reactive approach will mean a lesser role by the City in decision-making, resulting in a likely reduction in the quality of such decisions. An example of this level of City involvement is that which occurred when UTA (and the GVRD) adopted the ALRT proposal and the Dunsmuir Tunnel alignment as a replacement for the original conventional system. Although very consequential, the City had virtually no time for analysis and input.

3. Moderate Participation

It is recommended that the City participate in the ALRT development process to a moderate degree in recognition of the differing mandates of the ALRT Project Team and the City. This would include reviewing information and data provided by the project team and their consultants, but initiating study activities in the following areas:

(a) work which is clearly a City responsibility;

(b) issues which generate controversy or are of major concern to Vancouverites;

(c) inputs that provide assistance to the successful progress of ALRT implementation.

The objective of City involvement would be to positively and creatively assist in the achievement of the ALRT system while ensuring that design, land use, social, and economic change motivated by the system are planned and consistent with City goals.

The moderate approach requires a commitment to new staffing and consultant assistance sufficient to keep pace with the tight ALRT implementation schedule. While some existing City staff resources can be assigned to help with the ALRT project, this can only be minimal without jeopardizing other vital work. As Council knows, the level of current change in Vancouver is already straining existing staffing.

Some small additions in staffing sufficient to maintain a moderate level of involvement will, however, recognize the size and impact of ALRT on Vancouver and ensure timely City response. It will allow the City to get a little bit (and only a little bit) ahead of the ALRT project in a few critical areas, particularly station area planning. It can help ensure that City interests are articulated and respected. At least this level of participation will be absolutely necessary to maximize city benefits from the system and acceptably reduce negative aspects.

CITY STAFFING NEEDS

An analysis has been made of staffing requirements to ensure a moderate level of City participation in ALRT development, including the necessary level of public consultation and the appropriate spectrum of staff expertise. Initial staffing requirements are for 30 months, assuming the 1986 ALRT targets. Staff would be hired on a temporary basis for this period with a report near the end, reviewing staff needs at that time based on the level of project completion and the commitments to the next priority line. Some staff may be needed for 60 months or longer.

Staffing is organized around two areas of City responsibility and concern.

1. City Contributions in Implementing ALRT

This work relates directly to tasks required to implement the ALRT system. Resources expended by the City would become a cost responsibility of the ALRT Project, since tasks would be undertaken specifically at the request of the Project team. Specific Engineering work would include utility relocations, street works, sidewalk developments and traffic management plans to facilitate the development and operation of the ALRT system. Specific planning work would include items like development of guideway and station design guidelines and processing of transit development through normal City approvals.

In most instances work in this area could be done with existing staff and any cost recovery for services performed would be a net savings to the City. There are, however, three areas which require an increase in staff, as noted below:

(a) Waterworks

Based on the experience gained from the construction of underground shopping malls on Granville and Georgia Streets, it is anticipated that the construction of the ALRT stations downtown will cause a major disruption in the water grid system, thereby necessitating a major review of existing system capacity and methods of maintaining service pressures and adequate supply for fire protection. The ALRT alignment in other parts of the City will cause similar problems because of the disruption of the grid system in relatively weakly supported residential areas. All along protection from, and monitoring points for, stray electrical currents that would cause corrosion of the water pipes. It is estimated that the above work will require 2½ man years of engineering design. Also required is approximately ½ man year of engineering design for the design of the water services for the B.C. Place development. It is therefore recommended that a Civil Engineer I be added on a temporary basis to the Waterworks staff for three years at an annual cost of $37 000. This cost would be funded through cost sharing with the ALRT project and B.C. Place development.

(b) Utility Coordination

Construction of ALRT requires a substantial amount of utility relocation. It is estimated that designing new routes, coordinating construction and inspecting work sites for the relocation of utilities such as water mains, sewer lines, electric services, gas services, steam lines, telephone cables, and cablevision services, along the ALRT right-of-way will require a staff member's time for three to four years. This capacity is not available within the existing staff level of the Utility Control Section and therefore a temporary staff member is requested.

Coordinating utilities to service large projects such as ALRT and B.C. Place is a complex problem requiring professional attention. Previously when few major projects were in progress, the Branch Head, who is an Engineer III, handled these problems. However, because of the number of large projects, the Branch Head cannot absorb this work and fulfill his other duties. To resolve these problems, the temporary staff member should be at the level of an Engineer I. Compatible with this recommendation are the practices of utility companies and consultants to assign these problems to professional engineers. Time spent by the Engineer I on utility relocations for ALRT and B.C. Place will be chargeable to those projects. It is recommended that this position be added to staff for four years at an annual cost of $37 000.

(c) Urban Design

ALRT analysis cannot be handled by existing staff in the Planning Department Urban Design Group. It is expected that the urban design work involved in accelerated processing of necessary civic approvals, assisting in formulating general policy, and working with consultants on guideway and station design studies (especially in the downtown), will require one new Urban Designer (Planner II) to supplement resources already available. This will be at an annual cost of $44 000 (1982 dollars). The City has begun negotiations with the UTA to recover all or a portion of this cost through development permit fees or payments in lieu of permit fees.

Depending upon the work load, the above noted staff resources required for reimbursable work may not be adequate. If additional resources are required, they would be reported to Council.

2. Handling ALRT Effects on the City

The majority of City work activity will involve examining the impact of the ALRT system on the surrounding urban environment -- including City services, residences, businesses, neighbourhoods and the downtown. These are areas of very significant City responsibility. Work will ensure that the design, construction and operation of ALRT is consistent with City objectives and that City development complements ALRT.

Engineering work involves the specific technical evaluations and studies identified in the attached work program. Typical activities will include traffic impact studies, transit interfaces, street revisions, environmental reviews, planning and preliminary design reviews, coordination of project implementation activities etc. A Civil Engineer III position will provide a coordinating role for all of the Engineering activities involved in this project. Civil Engineer I and Engineering Assistant II positions will provide the necessary support, including the review of U.T.A. activities, community liaison, consultant direction, special City studies, etc.

In addition, it is proposed that two new Local Area Planning Programs be established in Mount Pleasant (approved) and Kingsway East. This action, coupled with the additional year previously approved by Council for the Hastings Sunrise L.A.P., requires the extension of an existing Civil Engineer II temporary position for another 30 months. This position is currently in the budget and provides Engineering input for existing L.A.P. programs, as well as follow-up studies, and action for past programs such as Marpole, West End, Riley Park, etc.

The City Engineer is also concerned with the increasing workload placed on senior staff by the addition of large projects such as the ALRT and B.C. Place. This problem can be dealt with by organizational adjustments within the Engineering Department and these changes will be reported on later to the City Manager or Council (or both) as required.

Planning work involves the preparation of a joint development strategy, station area development plans for all stations, and a broader area concept plan for Kingsway East where ALRT is reinforcing other influences for significant change.

The work outside the downtown would be done within the central-east Vancouver integrated planning program framework already discussed with Council as a L.A.P. priority (the Mount Pleasant L.A.P. portion of this proposal was approved on August 25, 1981).

Station area plans within the Central Area would be integrated with downtown and B.C. Place policy work with an emphasis on urban design and functional linkages. Existing staff supplemented by the Urban Designer discussed above and consultant assistance in specific areas will undertake downtown work.

Planning and Engineering coordination with UTA and other actors will, of course, be vital, and senior staff resources are necessary in both departments to achieve this coordination and to manage the work of more junior staff and consultants.

In summary, new staff and associated resources are required to deal with ALRT/City interrelationships as follows:

1 Civil Engineer III 1 Civil Engineer I 1 Engineering Assistant II	at a total cost of $128,000 (1982 dollars) per year
1 Planner III 1 Planner II 1 Planner I 1 Planning Assistant III 1 Clerk Typist II (Planning)	at a total cost of $178,000 (1982 dollars) per year

Engineering Support Budget of $2,500 (1982 dollars) per year
Planning Support Budget of $5,300 (1982 dollars) per year

The Planner II, Planner I, and Planning Assistant III have been previously discussed with Council as part of the central-east Vancouver integrated planning program. This addition to the team already approved would provide local area planning services in Kingsway East and contribute to transit-related planning works throughout the east side.

The Planner III and Clerk Typist are new resource needs, identified for the first time with this report. The Planner III would coordinate the City's entire planning works related to ALRT, including liaison with the UTA and private developers at station sites, consultant studies, and local planning adjoining the transit alignment. The Clerk-Typist would assist this coordination in addition to helping reduce clerical pressures resulting from increased workload throughout the Planning Department.

These recommended staff needs reflect significant reductions in recognition of the assistance that can be provided by consultants. It is recommended that $50 000 be approved initially in the 1982 budget to fund small consultant studies at the discretion of the City Engineer and the Director of Planning. Larger consultant studies, not covered by this budgetted amount, will be reported specifically to Council for its approval.

RECOMMENDATIONS

The City Engineer and Director of Planning recommend:

1. THAT the attached work program for the ALRT Project be approved in principle subject to periodic reviews and adjustments as appropriate.

2. THAT a moderate level of City participation in the ALRT Project be approved in recognition of the UTA responsibility for implementation of the Project.

3. THAT Engineering Department temporary staff be approved for 30 months for dealing with the ALRT Project and related local area planning work as follows:

   (a) Civil Engineer III
   (b) Civil Engineer I
   (c) Engineering Assistant II

   at an estimated cost of $128 000 and $2 500 (1982 dollars) for support services per annum.

4. THAT authorization be given to the City Engineer to hire an Engineer I in Waterworks on a temporary basis (3 years) and an Engineer I in Utilities on a temporary basis (4 years) at an estimated cost of $74 000 (1982 dollars); this cost to be recovered from the ALRT and B.C. Place Projects.

5. THAT an existing temporary Engineer II position be extended for 30 months for Engineering Department liaison and studies related to the extended Hastings Sunrise L.A.P. and the new Mount Pleasant and Kingsway East L.A.P.

6. THAT Planning Department temporary staff be approved for 30 months for an integrated planning program around suburban stations and downtown station area planning as well as general planning to deal with ALRT issues as follows:

   (a) Planner III
   (b) Planner II
   (c) Planner I
   (d) Planning Assistant II
   (e) Clerk Typist II

   at an estimated cost of $178 000 and $5 300 (1982 dollars) for support services per annum.

7. THAT authorization be given to the Director of Planning to hire an Urban Designer (Planner II) on a temporary basis for 30 months at an estimated annual cost of $44 000 (1982 dollars) for general ALRT design input and downtown station area planning with a possibility that all or some portion of this cost may be recovered from the ALRT project through development permit fees or payments in lieu.

8. THAT a consulting budget be established for the ALRT Project in the amount of $50 000 to be provided in the 1982 Budget.

APPENDIX 1	PRIORITY	COMMENTS
Summarized below is a preliminary listing of study tasks needed for the Automated Light Rapid Transit project. These tasks involve civic staff input and Council discussion to some extent.		
Alignment and Station Location Impacts 1. Identify those areas in the prebuild section where the base line, station locations, and alignment vary from those which were previously approved by Council for the conventional LRT design.	1	The prebuild section along Terminal Avenue from Clark Drive to Quebec is scheduled for completion in 1983. This section is intended to serve as a test area and as a demonstration of the ALRT technology. It is now necessary to review the present design to determine the differences from the conventional LRT previously approved by Council. Of particular importance is the Main Street station. There are suggestions that it be relocated from the approved location just east of Main Street. Present schedules require the prebuild section to proceed to final design as quickly as possible.
2.. Identify those other areas in the first priority line where the station locations and alignment vary from those prevfously approved by Council.	1	The conventional LRT plan has been confirmed through public consultation with the affected areas along its alignment. Significant configuration changes resulting from the shift to ALRT have yet to be identified and formally discussed with the communities. Although shifts in horizontal and vertical alignment appear to be minor (with the exception of Commercial Drive and the downtown) these changes should be assessed. In addition, changes in station locations necessitated by the ALRT should be reviewed. A separate intensive review of the Commercial Drive underground versus overhead should be established.
3. Schedule or assist in the scheduling of meetings in affected areas to review the current proposal and to receive comment.	1	After reporting differences to Council on the alignment and station locations, the impacted communities should be consulted in a manner similar to the previous reviews.

APPENDIX 1	PRIORITY	COMMENTS
4. Report any major concerns or issues along with suggested solutions to Council for forwarding recommendations to the Transit-86 Committee.	1	The rapid transit project team have indicated that they intend to seek Council approval of the design of the ALRT system. Any concern with the basic alignment and station locations will be reported to the Transit-86 Committee. Simultaneously, detailed design and specification can begin on the unchanged non-contentious portions of the line.
<u>Specifications - Operations Phase</u> 5. Analyse and report on the implications of any significant equipment, systems, and operations plans to Council.	1 (Ongoing)	The master contract provides for detailed specifications on the vehicle and subsystems design based on performance criteria. These specifications will be translated into operational plans such as train configuration, number of vehicles, peak-hour versus non-peak-hour levels of service, automated operation, staffing levels, etc. In addition to the pure technical considerations, these plans also have important policy and fiscal impacts which should be reviewed by Council.
<u>Street and Utility Modifications</u> 6. Prepare and implement plans for redesign/ relocation of City utilities within the LRT rights-of-way as required.	2 (1 on prebuild)	The placement of the guideways and stations within street rights-of-way will disrupt all the utilities presently located in these areas. These utilities will have to be relocated prior to the start of construction in order to provide the contractor a free and clear right-of-way. The ALRT project has requested the City to undertake the utility relocation design and construction work associated with the City's sewers, watermains, and street lighting. This is a major work item which would be reimbursed from the ALRT project budget.

APPENDIX 1	PRIORITY	COMMENTS
7. Prepare a detailed plan of city street, pedestrian access, and transit facility modifications and improvements associated with the rapid transit system.	2 (1 - transit)	In order to ensure that the ALRT system functions properly, it must be integrated with the bus system. This will require adjustment of the existing routes as well as the provision of new routes. The City should review the modifications of the bus system, as well as capital requirements and overhead wires to accommodate these changes. In addition, vehicle and pedestrian access into the station areas must be evaluated in terms of neighbourhood impacts, traffic circulation, and other considerations. Kiss-and-ride facilities and transit access into the station areas are also important, and capital improvements may be necessary to ensure these work with respect to the surrounding neighbourhood. This is viewed as primarily a City responsibility.
8. Negotiate a cost sharing formula for these improvements with the GVRD, UTA, and Ministry of Highways and develop a financing scheme for the City's share	3	Once the needs for street, pedestrian, and traffic management facilities are identified, it will be necessary to assign cost responsibility to the City and to the ALRT Project. It will then be necessary to develop a financing package for the City's share of the improvements, to be assessed along with the City's other capital needs.
Guideway Design and Environment	1	The system of elevated (or fenced) guideways and their supporting structures will have urban design implications involving such concerns as views, shadowing, compatibility with the surrounding built form, and the environment created underneath aerial structures. Other aspects of environmental quality will be affected by the LRT alignment as well. Among the most sifnificant of these might be the privacy of some residences along the line. While both Conventional LRT and ALRT are relatively silent, there will be some acoustical impact. Safety and security are concerns along part of the line, and there might be a disruption of normal neighbouring and
9. Develop for Council's review and approval a set of urban design and environmental objectives for the transit right-of-way.		

APPENDIX	PRIORITY	COMMENTS
		and shopping patterns by the barrier ALRT may impose on some neighbourhoods. By developing appropriate standards addressing these concerns, the City can more effectively and expeditiously negotiate an acceptable ALRT development with the UTA.
10. Work with the system designers to develop a right-of-way design most compatible with those objectives.	2	Many environmental impacts can be ameliorated if they are anticipated in time and appropriate responses are built into the system design. Some ameliorative measures could be identified as part of the overall system budget. Other, amelioration might be tagged as beyond the systems responsibility but could be put forward as a local option.
11. Develop general criteria for station design for approval by Council and communication to the design team.	1	The stations are the critical points of entrance and exit between the transit system and the community. They can make the experience easy and inviting. They can connect well with adjoining activity centres and destinations or connect poorly. They can facilitate transfers from one mode of transportation to another, or they can frustrate them. They can help make the system and the city legible to strangers, or they can confuse. They can fit snugly as integral, natural elements of the areas in which they are located, or they can stick out as disharmonious appendages. Through the clear specification of design criteria for Vancouver stations, the City can help ensure that stations here work well with their surroundings.

APPENDIX I	PRIORITY	COMMENTS
12. Work with the design team to interpret and facilitate the achievement of those criteria at specific station locations in the City.	2	City staff can bring special local area knowledge and community development objectives to the station/community interface problem.
13. As part of the station area planning process, consult with surrounding residents and businesses on options for future station area development and work with the station design team to develop schemes which do not prematurely and unreasonably foreclose realistic future options.	1	Associated uses and detailed design parameters should be identified through a station area planning and community consultation process. However, as basic station designs need to be finalized before that process can be completed, it will be necessary to structure the process in at least two stages. The first stage will need to develop basic station designs which do not foreclose reasonable future station area development options or later architectural embellishment.
14. To the extent possible, work to incorporate clearly and early identified community amenities into the station designs consistent with the functional criteria and budgets provided.	2	As new centres of accessibility and as foci of community attention, the stations can open up myriad opportunities for associated uses and activities, ranging from community information and recreation, to office and retail development, to new housing. In their design and decoration, they can also exemplify the best of the community's art and architecture.
<u>Property Acquisition - Reservation</u>		
15. Negotiate agreements with the UTA for the sale of City-owned properties and for the granting of easements for transit right-of-way, stations, and associated purposes	2	The municipalities directly affected by the LRT alignment have agreed to allow the use of street right-of-way for the guideway and stations at no charge to the project. However, it is anticipated that other City lands may be required for the LRT project, particularly in the area of the stations. A suitable sale or trade-off on other factors or costs will have to be negotiated for these City lands.
16. Where appropriate and necessary, act as the UTA's agent in the acquisition of certain private property along the alignment or in station areas, consistent with a joint development strategy.	1	Although the ALRT system utilizes existing street and railroad rights-of-way for the majority of its alignment, there are some private parcels required, particularly in the station areas. It has been suggested that the City's Property Division assist the project team in the acquisition of these private parcels. This work would be reimbursed by the project. It should also be consistent with City plans for joint development at station sites.

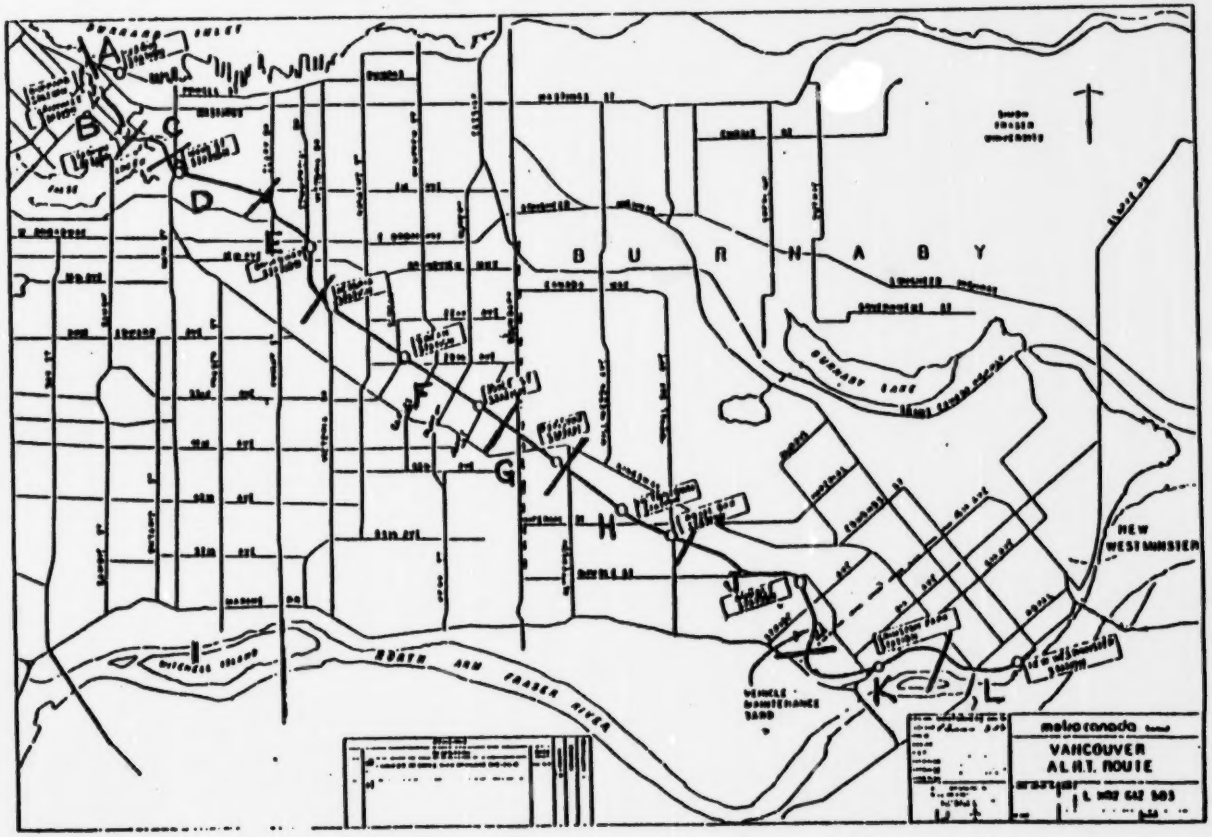
APPENDIX I	PRIORITY	COMMENTS
17. Where possible and appropriate, ensure that approved development plans and utilities are oriented to reserve future transit options.	1 (ongoing)	Over the past few years City staff have been working with developers (DPA process) and utilities to ensure that their plans were consistent with the LRT plans. This review has resulted in several modifications in order to facilitate the LRT construction or to preserve as many options as possible. This work will continue in the future on an ongoing basis.
18. Identify opportunities for integration of the stations to adjoining private development and assist in obtaining fair compensation for such integration.	2	Transit access may be of some value to property developers, and some revenue may be returned to the transit system in exchange for allowing direct access to stations from private developments. The negotiation of access deals should, however, be independent of any determination of conditional development potential through the development permit process.
Development Approval		
19. Identify the requirements for City approval of the transit city system development including approvals, permits, licenses, etc., in consultation with UTA.	1	The UTA has requested that the City identify an accelerated permit process for transit development and construction. This should be possible, but the City needs to ensure that the objectives of its normal processes are still met in this special case.
20. Ensure that the above conditions are met as a part of the development and construction process.	2	Special staff resources may need to be assigned to the LRT permit and inspections processes.
Transit Interface		
21. Participate with the GVRD and UTA in the development of a bus reorganization plan compatible with the efficient operation of the total transit system and with other transportation and development objectives of the City of Vancouver.	1	For rapid transit to function most efficiently and effectively, it is essential that it be planned as an integrated transportation system. Bus routes and schedules will initially be altered to take advantage of rapid transit. Further changes will be required to accommodate new residents and work locations and new travel habits created by the ALRT system. The bus changes will result in service improvements to many, service cutbacks to some, and transit utilization of streets which previously had no bus traffic. The City should work with the GVRD to ensure that the bus integration plan meets City objectives with full public understanding and participation.

APPENDIX I	PRIORITY	COMMENTS
22. Develop an overall transportation strategy and traffic management plan for the City to accommodate travel and street usage changes which are anticipated to result from ALRT.	2	The LRT system is but a part of an overall system to meet the accessibility needs within the city and region. A complete transportation strategy is required to ensure that the benefits of ALRT are maximized and the other components of the system; buses, automobiles, bicycles, pedestrians, and other modes; are utilized effectively.
23. Assess the impacts of parking and associated problems which may arise around the LRT stations.	3	None of the stations within Vancouver are planned to be park-and-ride stations. The design will facilitate access by transit riders, pedestrians and possibly autos, but only for drop-offs. As a result, parking around the stations as well as neighbourhood traffic circulation must be controlled. This is an important design consideration in those stations located in residential neighbourhoods.
Financing		
24. Participate in a joint study of the alternative financing sources and formulas for transit including area benefits, joint development, funding opportunities, property tax impacts, etc.	2	The UTA cost-sharing formula, under which L.R.T. and transit generally are to be funded, is already beginning to generate a few strains on certain classes of taxpayers and on the presumed fiscal capacity of GVRD municipalities. A re-evaluation of cost-sharing and of alternative sources of funding seems imperative. In addition, several proposals to generate transit revenue through station-area development need to be evaluated.
25. Participate in a joint study of the fare system including the potential utilization of a zonal fare system.	3	The City has an outstanding request with the GVRD to review a zonal fare system for the Lower Mainland. The City should participate in this review and also ensure that the ALRT system design makes provision for a zonal fare collection system.

APPENDIX I	PRIORITY	COMMENTS
Station Area Planning		
26. Prepare station area development criteria and plans in consultation with the community.	1	Council has previously reviewed a proposal for local area planning around east-end stations. Similar area studies will be necessary in the Central Area. In consultation with a local advisory committee, staff would prepare a conceptual scheme for Council's approval and then a program of specific investments, development controls, and other strategic interventions to implement that scheme.
27. Join with the GVRD and other municipalities in preparing a consolidated joint development strategy and staging plan for all stations along the first priority transit line (with some regard to the second priority line as well).	2	"Joint Development" refers to private or public development undertaken in association with transit stations to achieve needed facilities and/or development revenue. As a finite amount of development interest needs to be rationally and equitably shared, a regional strategy is in order.
28. Prepare a more detailed City joint development strategy and staging plan consistent with the Regional strategy and consistent with the local area station development plans.	2	While the composition, character, and impact of specific joint development shcemes can be handled through the station area planning process, it would also be desirable for the City to explore the more general principles, mechanisms, and benefits/costs of joint development in a consolidated study for all stations in Vancouver. This would provide resource material to the specific station studies and would more efficiently handle common design, economic, and legal problems.
Non-Station Area Effects		
29. Undertake a study on the impact of station area development plans on commercial activity elsewhere in the City and report to Council on a program to maintain continued vitality at existing commercial centres or a program to replace commercial activities with alternative uses.	3	New commercial development intensity at station sites may be at the expense of existing development and businesses elsewhere in the City. Particularly hard hit may be existing commercial districts which share immediate market areas with transit station sites.

APPENDIX I	PRIORITY	COMMENTS
Construction Disruption		
30. Develop a plan to manage construction so as to minimize disruption on existing street patterns and business activity.	3	Recent experience with transit construction programs in other cities indicates the potential for serious disruption to the community. Of particular concern is the impact on businesses through the lack of accessibility. Commercial Drive and the downtown are areas of concern with stations which will likely be constructed with cut and cover techniques. It will be necessary to schedule and design a construction program to minimize traffic disruption and negative impacts on business. Special measures in public relations will also be required.
Public Information		
31. Establish a program of community information to foster a greater understanding and input into the design, planning, and operation of the LRT system.	1	An integral part of the design and construction of the LRT system is the meaningful input of the citizens impacted by the alignment and stations. The project team has indicated a willingness to work with the City to secure this input. The report deals in more detail on a methodology for citizen involvement. There is also a need to develop an information centre where inquiries can be directed. The project team has established a position to deal with these inquiries. This information officer can help foster a greater understanding of the project and its impacts.

APPENDIX I	PRIORITY	COMMENTS
Second Priority Alignment		
32. Undertake an evaluation of the second priority alignment and the impacts of changed technology on the planning and design of the alignment and station locations.	1	City Council requested that the second priority line to Richmond be advanced to meet the travel demands in that corridor. The provision of ALRT requires two major study needs as follows: 1. Provision of the interface between the first and second priority lines to ensure an integrated system. Studies are now underway to assess the impacts of Burrard and Hornby alignments. 2. The impacts of a grade separated ALRT system on the Arbutus corridor must be assessed relative to neighbourhood concerns.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VIII

PART REPORT TO COUNCIL

STANDING COMMITTEE OF COUNCIL
ON FINANCE AND ADMINISTRATION

DECEMBER 3, 1981

A meeting of the Standing Committee of Council on Finance and Administration was held in the No. 3 Committee room, Third Floor, City Hall, on Thursday, December 3, 1981 at approximately 3:30 p.m.

PRESENT: Alderman Brown, Chairman
Alderman Bellamy
Alderman Puil
Alderman Rankin
Alderman Yorke

ALSO PRESENT: Alderman Eriksen

CLERK: N. Largent

Recorded Vote

Unless otherwise indicated, votes of the Committee on all items are unanimous.

RECOMMENDATIONS

1. City of Vancouver Role in Implementing Rapid Transit

At its meeting of December 1, 1981, Council referred the issue of the City of Vancouver's role in implementing rapid transit to the Finance Committee. The Committee considered a City Manager's report dated November 9, 1981 (on file), as well as a Summary City Manager's report dated November 27, 1981 (circulated), in which the City Engineer and the Director of Planning reported on important tasks that the City Engineering and Planning staff will need to perform if Automated Light Rapid Transit is to be successfully implemented by 1986, and if Vancouver is to enjoy the full benefits the system could bring to the City, minimizing undesirable effects.

The reports discussed the organizational structure which is involved to implement ALRT, including the Transit '86 Committee, Metro Canada Limited, the G.V.R.D., the U.T.A., and other Municipalities. With regard to the City's role, the report discussed the consideration of the Community's interests through the public consultation process, and the possible levels of City participation in analysis and design issues, and recommended a moderate degree of City involvement. Finally, the report analyzed staffing requirements for the City to participate at a moderate level. Staffing will be needed in two areas: City contribution to tasks directly required to implement the ALRT system, such as waterworks, utility co-ordination and urban design; and work activity to handle ALRT effects on the City, such as examining the impact of the system on the surrounding urban environment. Also included in the report was an appendix listing study tasks needed for the ALRT project.

The Deputy City Engineer, Assistant City Engineer, Departmental Services, and Associate Director of Planning, Overall Planning, reviewed the report for the Committee, dwelling on the level of City participation provided and staff needs to meet that level of participation. They did not recommend the City take a highly

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Clause No. 1 cont'd:

active role due to high level of staffing required and probable duplication of work of other involved agencies. Nor did they recommend a passive role in which the City would only monitor actions, since this could cause delays and would be poorly co-ordinated. Instead staff recommended the City become involved to a moderate degree, which would involve reviewing information provided by the ALRT project team. It would also involve initiating studies in areas where work is clearly the City's responsibility, on issues which generate controversy or are of major concern to Vancouverites, and to provide input assisting the successful progress of ALRT implementation. This would help to insure that City interests are articulated, and that design, land use, and social and environmental impacts are consistent with City goals.

Committee members queried the extent to which funding for required staff would be recoverable from the ALRT project. Staff replied that costs directly related to work required to implement ALRT, such as utility locations, would be recoverable. Negotiations are underway regarding cost recovery for tasks undertaken to examine the impact of ALRT on the surrounding urban environment.

Committee members expressed concern that decisions have already been taken and contracts signed by the U.T.A. and G.V.R.D. which have a considerable impact on the City of Vancouver. But those contracts have been signed and those decisions taken without the City's approval. A number of decisions were cited, in particular the G.V.R.D's approval of an aerial system as the basic alignment and as the base line for funding, with Municipalities wishing other alignments expected to make up the cost difference themselves. It was strongly felt that further information was needed on the extent to which any such contracts and design and funding decisions could be binding on the City.

The Committee

RECOMMENDED

A. THAT the work program for the ALRT Project described in Appendix I of the City Manager's report dated November 9, 1981, be approved in principle, subject to periodic reviews and adjustments as appropriate.

B. THAT a moderate level of City participation in the ALRT Project be approved in recognition of the UTA responsibility for implementation of the Project.

C. THAT Engineering Department temporary staff be approved for 30 months for dealing with the ALRT Project and related local area planning work as follows:

(a) Civil Engineer III
(b) Civil Engineer I
(c) Engineering Assistant II

at an estimated cost of $128 000 and $2 500 (1982 dollars) for support services per annum.

D. THAT authorization be given to the City Engineer to hire an Engineer I in Waterworks on a temporary basis (3 years) and an Engineer I in Utilities on a temporary basis (4 years) at an estimated cost of $74 000 (1982 dollars); this cost to be recovered from the ALRT and B.C. Place Projects.

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Clause No. 1 cont'd:

E. THAT an existing temporary Engineer II position be extended for 30 months for Engineering Department liaison and studies related to the extended Hastings Sunrise L.A.P. and the new Mount Pleasant and Kingsway East L.A.P.

F. THAT Planning Department temporary staff be approved for 30 months for an integrated planning program around suburban stations and downtown station area planning as well as general planning to deal with ALRT issues as follows:

(a) Planner III
(b) Planner II
(c) Planner I
(d) Planning Assistant II
(e) Clerk Typist II

at an estimated cost of $178 000 and $5 300 (1982 dollars) for support services per annum.

G. THAT authorization be given to the Director of Planning to hire an Urban Designer (Planner II) on a temporary basis for 30 months at an estimated annual cost of $44 000 (1982 dollars) for general ALRT design input and downtown station area planning with a possibility that all or some portion of this cost may be recovered from the ALRT project through development permit fees or payments in lieu.

H. THAT a consulting budget be established for the ALRT Project in the amount of $50 000 to be provided in the 1982 Budget.

I. THAT the Director of Legal Services be instructed to prepare a report listing all ALRT-related contracts entered into by the U.T.A. or the G.V.R.D. having an impact on the City's interests, and describing the extent, if any, to which such contracts or any funding or design decisions made without the approval of Council are binding on the City.

2. G.V.R.D. School Taxation Report

The Committee had for consideration a set of recommendations regarding school taxation submitted by the G.V.R.D. Finance and Administration Committee to its Board of Directors and and Review prepared by the G.V.R.D. Finance Department (both on file), on the School Taxation Report produced by the Ministry of Education. The G.V.R.D. Regional District directors' meeting of December 9, 1981 will consider these recommendations.

The G.V.R.D. staff report summarizes areas of agreement and disagreement between the G.V.R.D. and the Province, the decline in level of Provincial funding, the G.V.R.D.'s January 12, 1981 brief to the Province regarding a single basic mill rate, and makes a new proposal regarding the Basic Taxation Program and the homeowner grant. A point by point analysis of the School Taxation Report is painted, as well as tables on Provincial Government grants for school purposes, Provincial contribution to the Basic Education Program, the impact of the G.V.R.D. proposal on the single family taxpayer, and 1981 Basic Taxation Program grants. The G.V.R.D. Finance and Administration Committee report includes recommendations regarding the basic taxation levy, available mill rate proposal, basic levy on non-residential property, homeowners' grants and the Revenue Sharing Act.

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Clause No. 2 cont'd:

The Director of Finance briefly reviewed the report for the Committee. In his opinion, the G.V.R.D. proposals constitute a definite improvement over the present system of school taxation. It will shift the burden of taxation away from areas which carried an inequitable share in 1981, and will protect the City against future inequities. He noted that the proposals also deal with the share of costs allocated to the Province and the school districts, but considered that the question of equity was more important. In general, he would support the G.V.R.D. report.

The Director of Finance informed the Committee that he would be attending a meeting of municipal treasurers the next day, December 4th, at which the G.V.R.D. proposals would be discussed.

The Committee

RECOMMENDED

THAT the City of Vancouver members on the Regional District Board of Directors support the proposal to be submitted by the Regional District Commissioner of Finance and Administration to the G.V.R.D. Board of Director's meeting of December 9, 1981.

NOTE FROM CLERK: Subsequent to this meeting, the Director of Finance attended the meeting for municipal treasurers mentioned above, and circulated the attached memorandum dated December 4, 1981 to members of Council.

* * * *

The meeting adjourned at approximately 5:45 p.m.

* * * *

SUPPORTS CLAUSE NO. 1

MANAGER'S REPORT

DATE November 27, 1981

TO: VANCOUVER CITY COUNCIL

SUBJECT: City of Vancouver Role in Implementing Rapid Transit (Summary Report)

CLASSIFICATION: RECOMMENDATION

The City Engineer and the Director of Planning have submitted a report* on above subject. In summary they state:

" Through the Transit '86 Committee and the ALRT project team, the UTA and the GVRD and are now proceeding to implement the first leg of an advanced Light Rapid Transit system in Greater Vancouver. Contracts have been let with Metro Canada Limited and with several consulting engineering firms to design and build the system, responding to two deadlines:

1. completion of a demonstration pre-build section on Terminal Avenue between Main and Clark by 1983;

2. completion of the entire line from Downtown to New Westminster (and perhaps beyond) in time for Expo in 1986.

All municipalities along the proposed alignment, and indeed in the entire region, have a stake in the successful implementation of ALRT, but Vancouver has a particularly important interest. About half of the stations, 40% of the mileage, and 60% of the construction budget will be within the City. About 40% of the mid 1980's morning peak ridership will originate in Vancouver, and 70% of the peak hour trips will be destined to Vancouver locations. Depending on city development decisions, these already large percentages could increase dramatically in the future. While suburban municipalities may see a great deal of new development responding to ALRT, redevelopment of the City could be just as consequential if not more so.

City Engineering and Planning staff will have to perform many important tasks if ALRT is to be successfully implemented by 1986 and if Vancouver is to enjoy the full benefits the system could bring to the City, minimizing undesirable effects.

These include:

- public consultation and advice to Council on alignment, equipment, and operation changes;

- relocation of City utilities;

- street and traffic modifications;

- negotiation of cost sharing;

- preparation of guideway and station design guidelines and negotiation with the system designers on designs most compatible with Vancouver;

- preparation of station area and joint development plans;

- assistance in and negotiation of property acquisition;

- processing of necessary permits;

- implementation of bus reorganization plans, parking regulations and overall transportation strategies responding to ALRT;

- refining of financing and fare mechanisms;

- coordination with the GVRD and other municipalities on the distribution of joint development opportunities in association with transit stations;

- mitigation of construction disruption, business displacement, and other negative affects of ALRT implementation;

- evaluation of integration options for the second priority transit alignment to Richmond.

*On file in the City Clerk's Office.

Most of these tasks cannot be completed effectively with existing City staffing. Many cannot be undertaken at all without additional staff resources and consultant assistance.

The Director of Planning and the City Engineer have assessed the situation and recommend staff additions to each department sufficient to maintain a moderate level of City participation in the ALRT project and to get ahead on some of the off-site planning and engineering implications of the project. Some of this will be reimbursable from the ALRT project budget. Much, particularly off-site work, will not. Consultant help will also be necessary, and a budget is included to cover part of this. Other consultant work will be reported for Council authorization as it arises.

The report also warns that by necessity it is only a preliminary assessment of the City's role. The dynamics of the ALRT project and the need to react to changing conditions could necessitate substantial modifications in work and staff assignments as the project proceeds.

The Director of Planning and City Engineer RECOMMEND

1. THAT the attached work program for the ALRT Project be approved in principle subject to periodic reviews and adjustments as appropriate.

2. THAT a moderate level of City participation in the ALRT Project be approved in recognition of the UTA responsibility for implementation of the Project.

3. THAT Engineering Department temporary staff be approved for 30 months for dealing with the ALRT Project and related local area planning work as follows:

   (a) Civil Engineer III
   (b) Civil Engineer I
   (c) Engineering Assistant II

   at an estimated cost of $128 000 and $2 500 (1982 dollars) for support services per annum.

4. THAT authorization be given to the City Engineer to hire an Engineer I in Waterworks on a temporary basis (3 years) and an Engineer I in Utilities on a temporary basis (4 years) at an estimated cost of $74 000 (1982 dollars); this cost to be recovered from the ALRT and B.C. Place Projects.

5. THAT an existing temporary Engineer II position be extended for 30 months for Engineering Department liaison and studies related to the extended Hastings Sunrise L.A.P. and the new Mount Pleasant and Kingsway East L.A.P.

6. THAT Planning Department temporary staff be approved for 30 months for an integrated planning program around suburban stations and downtown station area planning as well as general planning to deal with ALRT issues as follows:

   (a) Planner III
   (b) Planner II
   (c) Planner I
   (d) Planning Assistant II
   (e) Clerk Typist II

   at an estimated cost of $178 000 and $5 300 (1982 dollars) for support services per annum.

7. THAT authorization be given to the Director of Planning to hire an Urban Designer (Planner II) on a temporary basis for 30 months at an estimated annual cost of $44 000 (1982 dollars) for general ALRT design input and downtown station area planning with a possibility that all or some portion of this cost may be recovered from the ALRT project through development permit fees or payments in lieu.

8. THAT a consulting budget be established for the ALRT Project in the amount of $50 000 to be provided in the 1982 Budget.

The City Manager supports the above recommendations in the belief that Council will not wish the City to pursue a limited, reactive role to ALRT. In addition, the City Manager believes that much of the work which will be carried out is of use to the ALRT team, and should be cost shared by UTA beyond what is presently proposed.

In view of:

- the late distribution of this report;
- the importance of the issue;
- the significant cost involved, and the question of cost sharing;

the City Manager RECOMMENDS this report be referred to the Finance Committee for Review.